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UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART I. AFRICA

Section 2 - Angola

(submitted by the High Commissioner)

GE.94-03118

I.2 ANGOLA

Country Overview

Characteristics of the refugee, returnee and internally displaced population

1. At December 1993, Angola hosted some 10,900 refugees, most of whom originated from Shaba Province, Zaire. The majority of these refugees live in rural areas in six different provinces in Angola, except for a small number of urban refugees. The breakdown of the total refugee population was as follows:

Country of Origin	Number 31/12/92	Number 31/12/93	Per Cent M	F	C	Location	Type of Assistance
South Africa	224	168	45	14	41	Luanda	care & maintenance
Zaire	10,800	10,700	47	30	23	Various	local settlement repatriation
Various	9	14	100	-	-	Luanda	care & maintenance

2. UNHCR was also involved in assisting 112,000 Angolan returnees and 88,000 internally displaced persons in the provinces of Bengo, Lunda Sul, Moxico, Uige and Zaire.

Major developments (1993 and first quarter 1994)

3. The outcome of the ongoing peace negotiations in Lusaka, Zambia, between the Government of Angola and the National Union for the Total Independence of Angola, (UNITA) under the auspices of the Special Representative of the Secretary-General, will determine the future political situation of the country.

4. In close consultation with the Special Representative of the Secretary-General, UNHCR is currently engaged administering in the Emergency Humanitarian Programme for returnees, internally displaced persons and communities affected by the war. UNHCR concentrates its efforts on returnee areas and provides assistance to returnees, the internally displaced and other needy persons in these areas. The successful implementation of the assistance programme in 1994 will depend largely on developments in the Lusaka peace negotiations and the ability to gain access to the affected population. The 1994 requirements for this operation have been included in the United Nations Inter-Agency Consolidated Appeal for Angola, which was launched in February 1994. The budget has since been revised from $ 9.4 million to $ 9.6 million.

Programme objectives and priorities

Zairian Refugees

5. Assistance to this group will be provided in two ways. Firstly, subject to adequate access, refugees integrating in rural areas will be provided with minimum assistance for the restoration of the basic facilities destroyed by the war. A small pilot project is being undertaken in 1994 for refugee women, in particular women heads of household, in traditional occupations such as knitting, midwifery and day-care of children. Depending on the results, this activity may be expanded in 1995.

6. Secondly, voluntary repatriation, will be promoted and those refugees who feel that they can safely return to their own country will be assisted on a case-by-case basis. No mass repatriation is foreseen as yet, given the precarious situation in areas of origin in Zaire. Recent applications indicate that, in 1994, some 300 refugees are willing to repatriate, and it is estimated that some 200 returnees may wish to benefit from repatriation assistance in 1995.

Urban Refugees

7. Assistance to urban refugees has focused primarily on the provision of medical assistance. Possibilities of other forms of intervention to further reduce their dependence are being explored.

Returnee Programme

8. In anticipation that the current negotiations between the Government of Angola and UNITA will lead to a peaceful resolution of the conflict, UNHCR expects the movement of spontaneous returnees to resume after the conclusion of a peace agreement. However, due to the devastation of infrastructures such as roads, bridges, water, and health and education facilities, an organized voluntary repatriation is not envisaged at this stage.

9. The objective of the Office's activities for 1994 and 1995 is therefore to prepare for the reception, transportation and initial social integration of the returnees. The integration will be promoted through quick impact projects (QIPs) targeted at the restoration or upgrading of rural social infrastructures such as primary schools and health centres, as well as through the provision of seeds and tools, and limited individual assistance. Should the peace process succeed and opportunities for a large scale repatriation emerge, the Office would consider updating the Operations Plan for an organized repatriation and reintegration assistance.

10. Since UNHCR assistance currently concentrates on initial integration, assistance will be scaled down gradually. Given the potential number of returnees, the phasing out of elements of the returnee programme can only be envisaged towards 1996. It is expected that relief activities for returnees can be gradually integrated into a joint Government-United Nations master plan for the reconstruction and rehabilitation of the country.

Arrangements for implementation/related inputs

11. The Ministry of Social Affairs (MINARS) is the main government body responsible for all issues related to the assistance and protection of refugees and returnees. It is, however, at present not fully operational in all areas where refugees and returnees are located. An operational partnership exists between UNHCR and the Lutheran World Federation (LWF) for the distribution of relief items and rehabilitation activities in the provinces of Moxico, Lunda Sul and Zaire. Médecins Sans Frontières-France (MSF-France) provides medical assistance in the Province of Zaire whereas MSF-Switzerland is operational in Uige Province. The World Food Programme (WFP) will provide basic food commodities in accordance with the global Memorandum of Understanding between WFP and UNHCR.

12. It is anticipated that UNHCR will be implementing reception and transportation arrangements directly, particularly in the north, where Government support structures are weak and since non-governmental organizations (NGOs) have so far expressed greater interest in implementing activities in the centre and the south of the country.

General Programmes

(a) **Variations in planned activities in 1993**

13. Because of the ongoing conflict, Zairian refugees remained virtually inaccessible. It was thus not possible to conduct an adequate evaluation of the refugees' needs, as planned, and assistance was limited to a small caseload of some 700 refugees to whom the Office still had access.

14. The prevailing conditions in the host country gave rise to an increase in applications for voluntary repatriation. This increase was largely due to inhospitable conditions created by the war and fear of harassment in the host country rather than improved conditions in the country of origin. In order to accommodate the requirements for the repatriation of the South African refugees, an allocation had to be made from a project administered at UNHCR Headquarters under the 1993 General Allocation for Voluntary Repatriation.

15. The requirements of the refugees who were accepted for resettlement in a third country had been covered from a Headquarters project for various countries.

(b) **1994 planned implementation**

Voluntary Repatriation

16. As mentioned above in November and December 1993 the Office noted a sudden rise in the demand for repatriation by the Zairian refugees. This has led to a proposed upward revision of the 1994 allocation for repatriation. Though it was initially expected that only about 40 refugees would be willing to repatriate in 1994, the Office now estimates that over 300 refugees will opt for return in the course of 1994.

Local settlement

17. A lull in the conflict allowed UNHCR to gain limited access to the rural Zairian refugees, now mostly clustered around the provincial capitals. The implementation of the project is therefore expected to continue as originally planned, its main purpose being to provide rehabilitation assistance and encourage refugees to engage in activities which will lead to self-reliance.

18. A pilot project for refugee women is being introduced, in particular for women heads of household. As access improves, activities providing special care for the most vulnerable groups among the refugee population will be expanded.

(c) **1995 programme proposals**

Repatriation

19. In view of the irregular pattern of applications for voluntary repatriation the UNHCR office in Angola has proposed a planning figure of 200 persons for voluntary repatriation in 1995. The budget will include, besides air tickets, a provision for travel bags, processing of travel documents and a repatriation grant of $ 100 per adult and $ 50 per child. Unless conditions in the country origin improve so as to allow for a safe and dignified mass return, applications for voluntary repatriation will continue to be processed on a case-by-case basis.

Local settlement

20. With the cooperation of government provincial authorities through MINARS, it is expected that refugees in rural areas will continue to benefit from free access to land so that they may regain a level of self-sufficiency. Efforts will also continue to rehabilitate primary schools. In cooperation with the Office of the Regional Representative in Kinshasa, the textbooks used in the primary education system in Zaire are being provided for reprinting and distribution to the schools for the Zairian refugees in Angola. In addition to improvements in health care and the supply of water, it is also expected that the communities will be able to take care of the special needs of female heads of family and orphans.

Special programmes

Angola repatriation/returnee programme

(a) **Variations in planned activities in 1993**

21. In early 1993, expectations of a sucessful outcome of the peace negotiations between the Government of Angola and UNITA were still high. On the basis of these assumptions, the United Nations formulated a twelve-month Humanitarian Assistance Programme for displaced persons in Angola, which was launched in May 1993. At that time, the beneficiary population was estimated at 1.9 million persons. As UNHCR had a carry-over of funds from 1992, it did not participate in the consolidated appeal for funds. The High Commissioner decided in April 1993, that the objectives of the Office should be redirected in order to provide limited assistance to the displaced persons in the major returnee areas.

22. UNHCR's expenditure amounted to approximately $ 4 million in 1993. The assistance covered some 415 metric tons of supplementary food, transport/logistical support, 100,000 units of agricultural tools, 470 metric tons of seeds, medical supplies and household support.

(b) **1994 planned implementation**

23. In anticipation of an improved security situation and unhindered access to the returnees and displaced persons who are considered to be of concern to the High Commissioner, the Office will continue to expand its relief efforts, in close coordination with the Office of the Special Representative of the Secretary-General. In this context, UNHCR participated in the United Nations joint appeal for Angola which was launched in February 1994.

24. Total requirements for the current programme for returnees and displaced persons are estimated at some $ 9.6 million. Necessary adjustments will be made as the situation in Angola develops. The programme envisages assistance for some 112,000 spontaneous returnees and 88,000 displaced persons, in the sectors of supplementary food, delivery of food and non-food items, rehabilitation of roads, health and education facilities, and procurement of water equipment, medical supplies, shelter materials, seeds and tools.

(c) **1995 programme proposals**

25. Assuming that the current peace process will be concluded successfully in 1994, it is estimated that some 100,000 persons will return in the course of 1995.

26. Once a peace settlement is realized, concerted efforts will be required to rehabilitate the infrastructure and basic services in order to be able to promote a large-scale return of refugees from countries of asylum, and to create conditions conducive to their reintegration. In this connection, planned activities will include local transport from points of entry and reception facilities, to areas of destination, restoration of essential services, supply of agricultural tools and other domestic items. UNHCR relief intervention will be targeted primarily at returnee areas. The initial estimates for the requirements of this programme are projected at some $ 8 million.

Programme Delivery and Administrative Support Costs

(a) **Variations in planned activities in 1993**

27. The 1993 expenditure remained below the revised administrative budget due to the two posts of Logistics and Administrative Officers remaining vacant. Savings were also achieved for travel costs, owing to restrictions on local travel for security reasons.

(b) **1994 planned implementation**

28. Following the extension of the assistance programme to spontaneous returnees, internally displaced persons and other needy persons, the extension of some 25 posts was approved as of January 1994. In addition, three posts of Field Officers were created as of January 1994, while a post of a Senior Programme Officer was created as of April 1994. Field Offices have been re-established in the provinces of Zaire, Moxico, Uige and Bengo in support of the ongoing relief programme.

(c) **1995 programmes proposals**

29. In anticipation of a successful conclusion of the current peace process, it is expected that in 1995, new groups of returnees will require assistance. It is also expected that access to the Zairian refugees will continue to be possible. The capacity of the Office to monitor the implementation of the assistance programmes in the various provinces effectively will need to be maintained.

30. Provisions are therefore made in the proposed administrative budget for staffing levels comparable to 1994, as well as improved safety and security conditions for staff and the property of the Office. Also foreseen are travel costs, rent of office premises in various locations, fuel, utilities, office supplies and some non-expendable property.

UNHCR EXPENDITURE IN ANGOLA

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
29.6 a/	29.0	242.3	VOLUNTARY REPATRIATION	170.1
17.7	69.8	69.8	LOCAL SETTLEMENT	124.0
8.5 b/	–	–	RESETTLEMENT	–
55.8	**98.8**	**312.1**	**SUB-TOTAL OPERATIONS**	**294.1**
55.8	**98.8**	**312.1**	**T O T A L (1)**	**294.1**
SPECIAL PROGRAMMES (2)				
3,987.7	370.8	7,500.0	ANGOLAN REPATRIATION/RETURNEE PROGRAMME	5,853.2
–	–	1,828.4	PROGRAMME DELIVERY See Annexes I a and II a	1,886.1
–	–	246.2	ADMINISTRATIVE SUPPORT See Annexes I b and II b	287.9
			OTHER TRUST FUNDS	
87.8	94.4	–	ADMINISTRATIVE SUPPORT Junior Professional Officer	–
4,075.5	**465.2**	**9,574.6**	**T O T A L (2)**	**8,027.2**
4,131.3	**564.0**	**9,886.7**	**GRAND TOTAL (1+2)**	**8,321.3**

a/ of which US$ 3,105 incurred against Overall Allocation for Voluntary Repatriation
b/ obligation incurred against overall allocation